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ABSTRACT

Wisconsin's school-to-work initiative, which was established in 1991, consists of six major components: local partnerships; youth apprenticeships; career counseling centers; tech prep; youth options; and at-risk youth programs. These programs are administered by Wisconsin's Department of Public Instruction (DPI) and Department of Workforce Development (DWD), and the Wisconsin Technical College System (WTCS). Local school districts generally develop and implement their own school-to-work programs, and the state provides oversight, technical assistance, and coordination activities (primarily through cooperative efforts involving the DPI, DWD, and WTCS). The University of Wisconsin is involved in the following areas of the school-to-work initiative: program transfer agreements; competency-based admission process; teacher preparation; curriculum development; and research. In 1998-99, a total of $7.2 million in federal and state funds were allocated to state agencies for Wisconsin's school-to-work initiative. School districts, WTCS districts, and partnerships also allocated funds for the initiative. The initiative's tech prep programs are developed and implemented locally by tech prep consortia consisting of a WTCS district and all K-12 districts within the WTCS district's boundaries. Each consortium's tech prep program must include six components: articulation agreement; curriculum; inservice teacher training; counselor training; preparatory services; and equal access for special populations. (MN)

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School-to-Work Programs

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School-to-Work Programs

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School-to-Work Programs

Introduction

The school-to-work transition initiative is characterized by programs and curricular changes which are intended to better prepare secondary school pupils to enter the workforce, whether immediately following high school graduation or after some type of postsecondary education. Generally, school-to-work programs are aimed at: encouraging students to plan for a career more thoroughly and at an earlier age; acquainting students with alternatives to a baccalaureate degree, such as associate degree programs and apprenticeships; and forging partnerships between K-12 schools and technical colleges, universities and businesses in order to provide distinct pathways from school to the workforce.

Wisconsin's school-to-work initiative is comprised of six major components: (1) local partnerships; (2) youth apprenticeships; (3) career counseling centers; (4) technical preparation (tech-prep); (5) youth options; and (6) at-risk youth programs. These programs are administered primarily by the Department of Public Instruction (DPI), the Department of Workforce Development (DWD) and the Wisconsin Technical College System (WTCS). Federal, state and local funds support the various components. DPI's programs focus on career exploration and planning as well as work- and school-based learning. DWD coordinates development of youth apprenticeship programs and career counseling centers. WTCS and DPI coordinate technical preparation programs.

This paper summarizes the history of Wisconsin's school-to-work initiatives and discusses oversight and funding for current school-to-work programs. It describes the six major school-to-work components, including a review of program funding, administration and participation.

History of Wisconsin's School-To-Work Initiatives

Traditionally, secondary education in the U.S. has been divided into two programs of study (college preparatory and vocational education) which were intended to ensure that pupils, upon graduating from high school, would be adequately prepared to enter either college or the workforce.

The Department of Workforce Development estimates that by 2005, 60% of all jobs in Wisconsin will require either skill and experience or some postsecondary education. Currently, about 17% of the state's high school graduates enter WTCS district programs immediately. Further, of the 50% of Wisconsin high school graduates who enroll in four-year degree programs upon graduation, only about one-half complete a degree within ten years. As a result, one of the areas that educational reform efforts in recent years have focused on is the school-to-work transition initiative.

In the last two decades, the advent of new technologies requiring more skilled workers coupled with increased international competition has caused the U.S. to shift from a largely manufacturing economy to one based primarily on retail trade and services. Unskilled positions in

these sectors are typically paid lower wages than the factory jobs of the past. Further, new manufacturing jobs and those positions in the service sector offering higher wages are not usually accessible by workers with no postsecondary education or work experience.

While Wisconsin's school-to-work programs were established beginning in 1991, previous state programs and requirements have had similar components and goals. Beginning in 1987-88, school districts were required to provide, to all students in grades kindergarten through twelve, access to an education for employment program which includes applied basic skills instruction, school-supervised work experience, career exploration and planning, instruction in employability skills and attitudes and the study of economics. DPI administrative rules specify that the programs must include a vocational education program for pupils in grades 9 to 12, the establishment of a business/education partnership council and the integration of other state standards and requirements. In addition, as a part of regular instruction in grades 5 to 8, school districts are required to offer a one-semester course or the equivalent, which provides an introduction to career exploration and planning. On their own initiative many school districts offer cooperative education programs which allow high school students to earn academic credit for paid work experience.

These efforts notwithstanding, a number of state and national reports since the mid-1980s reiterated the need for school-to-work transition programs. Specifically, the state's Commission on Schools for the 21st Century (1990), the Governor's Commission for a Quality Workforce (1991) and the U.S. Department of Labor Secretary's Commission on Achieving Necessary Skills (1991) made a variety of recommendations relating to school-to-work programs. In addition, the Governor's Cabinet for a Quality Workforce appointed the K-12 Guidance and Counseling Implementation Panel to create a new system of guidance and counseling support services for high school pupils.

The Governor's Commission for a Quality Workforce provided initial statewide oversight for the school-to-work initiative in 1990-91. Oversight was then conducted by the Governor's Cabinet for a Quality Workforce in 1991-93, by the Department of Administration's (DOA) Office of School-to-Work Transition in 1993, and by the former Department of Industry, Labor and Human Relations (DILHR) Office of Workforce Excellence beginning in 1993. On July 1, 1996, DILHR was reorganized and renamed the Department of Workforce Development. The Office of Workforce Excellence was also reorganized into the Division of Connecting Education and Work.

Most of the current, statewide school-to-work programs were created by 1991 Act 39. The Act required the former DILHR, in cooperation with DPI and the WTCS Board, to develop a youth apprenticeship program and created a 12-member youth apprenticeship council in the former DILHR to coordinate the establishment of the program. The Act required that school districts establish, with the assistance of WTCS district boards, tech-prep programs which allow high school pupils to gain advanced standing in WTCS associate degree programs. The postsecondary enrollment options program, now called youth options, was created to allow 11th and 12th grade pupils to earn high school credit for certain courses completed at postsecondary institutions.

In 1993 Act 16, the former DILHR's Office of Workforce Excellence was permanently funded to provide oversight for school-to-work programs. The Act also established a career counseling center program to provide youth with access to career education and job training information. In addition, Act 16 provided funds for: (1) youth apprenticeship training grants to participating employers; and (2) state aid for tech-prep programs. As noted, the name and status of the Office of Workforce Excellence was changed to the Division of Connecting Education and Work in

1995 Act 27 (the 1995-97 budget). Based on the recommendations of the Governor's Council on Workforce Excellence, the Division plans, coordinates, administers and implements DWD's workforce excellence initiatives, programs, policies and funding, the youth apprenticeship program, school-to-work programs and any other employment and education programs as the Governor assigns to the Council by executive order. Prior to the 1995-97 budget, the Human Resources Investment Council (HRIC) was responsible for advising the agency on school-to-work activities. Act 27 created the Governor's Council on Workforce Excellence, which assumed HRIC's school-to-work functions.

In 1993 Act 339, the education for employment standard was modified in order to incorporate the standard into the school-to-work initiative, and as a means to assess school districts' progress in developing and implementing school-to-work programs. The Act requires that beginning in the 1997-98 school year, school districts are required to incorporate into their education for employment programs: (1) applied curricula; (2) guidance and counseling services; (3) technical preparation; (4) college preparation; (5) youth apprenticeship or other job training and work experience; and (6) instruction in employment skills.

In 1997 Act 27, (the 1997-99 budget), $250,000 GPR was provided for a new school-to-work program for children-at-risk. Under the program, DPI is required, after reviewing the recommendations of the Governor's Council on Workforce Excellence, to annually award a grant to nonprofit agency in Milwaukee County for a school-to-work program for children-at risk. In addition, under 1997 Act 27, $98,900 GPR and $169,500 PR in 1997-98 and $131,900 GPR and $226,000 PR in 1998-99 and 1.7 GPR and 2.9 PR school-to-work positions were transferred from DPI to DWD.

State Oversight

The development and implementation of an individual school district's school-to-work program is generally carried out by the school district in cooperation with the local WTCS district. However, the state provides oversight, technical assistance and coordination activities primarily through a cooperative effort including DPI, WTCS and DWD. The administrators of each agency meet regularly to discuss school-to-work policy and management and make necessary decisions regarding agency coordination. They include other agency administrators in their discussions as necessary. Administrative oversight is provided by DWD's Division of Connecting Education and Work, DPI and WTCS Board staff. A total of 19.35 full-time equivalent (FTE) positions within these agencies are assigned to the school-to-work initiative in 1998-99.

To a lesser extent, the UW System is also involved in the school-to-work initiative. The University has formed a school-to-work coordination group with representatives from each campus to increase awareness of, and to coordinate the UW System's involvement in, the school-to-work initiative. The UW System's participation is currently focused on the following areas:

• Program Transfer Agreements. UW campuses have worked with WTCS districts to establish approximately 350 agreements in individual programs to facilitate the transfer of students' credits between the two systems.

• Competency-Based Admission Process. The UW System has developed a competency-based admission (CBA) process for students who do not have a traditional high school experience, such as those who complete youth apprenticeship programs or graduate from alternative high schools. Competency-based admissions were piloted in the fall semesters of 1996 and 1997

during which UW campuses processed a total of 593 applications from 406 students. While UW campuses continue to admit students using this process, data on the number of students admitted under the CBA process is not collected.

• Teacher Preparation. The UW System and UW Schools of Education have begun to incorporate methods of teaching applied and integrated courses into their teacher education programs and into professional development activities for current teachers. In addition, the UW System has held conferences and workshops for UW faculty members regarding school-to-work programs.

• Curriculum Development. Faculty from UW campuses have participated in the development of courses and curricular materials for tech-prep and youth apprenticeship programs.

• Research. Research centers at UW-Green Bay, UW-Madison and UW-Stout provide the UW System and others with information and assistance concerning planning, implementation and assessment of school-to-work programs.

The Governor's Council on Workforce Excellence was authorized in 1995 Act 27. The Council was directed to oversee the planning and coordination, administration of various employment and education programs including the federal School-To-Work Opportunities Act (STWOA) and the youth apprenticeship program. The Council has responsibilities under the federal Job Training Partnership Act related to the provision of services and use of funds under federal human resource programs. In addition, the Council provides strategic direction and policy coordination for the state's workforce development activities including Job Centers, incumbent workforce training, school to work, labor market information, labor shortages and moving welfare recipients to work.

Table 1: **School-to-Work Programs, 1998-99 Budgeted Amounts**

	DPI	DWD	WTCS	All Agencies	
Local Partnerships*	$0	$1,860,000	$0	$1,860,000	FED
Technical Assistance and Development Grants*	0	165,000	0	165,000	FED
Youth Apprenticeships	0	1,150,000	0	1,150,000	GPR
Career Counseling Centers*	0	300,000	0	300,000	PR
Technical Preparation	2,001,500	0	0	2,001,500	FED
Youth Options	20,000	0	0	20,000	GPR
At-Risk Youth	250,000	0	0	250,000	GPR
Administration*	0	668,300	168,500	836,800	GPR
	52,700	326,900 **	83,300 ***	462,900	FED
	0	139,100	0	139,100	PR
Authorized FTE positions	0.0	6.7	2.5	9.2	GPR
	0.75	6.25	1.5	8.5	FED
	0.00	1.65	0.0	1.65	PR
TOTAL	270,000	1,818,300	168,500	2,256,800	GPR
	2,054,200	2,351,900	83,300	4,489,400	FED
	0	439,100	0	439,100	PR
ALL FUND SOURCES	$2,324,200	$4,609,300	$251,800	$7,185,300	

* The table does not show funding that was carried forward from previous years' STWOA grants.

** Includes funds for program evaluation.

*** Includes only the salary and fringe benefit costs of staff directly responsible for the school-to-work initiative.

Funding Sources

Table 1 summarizes the $7.2 million in federal and state funds allocated to state agencies in 1998-99 for school-to-work programs. In addition, school districts, WTCS districts, and partnerships allocate local funds to these programs.

Federal (FED) sources provide the majority of funds for school-to-work programs ($4,489,400 or 62.5% of total funds), and are described in the following sections. However, $2,250,000 of this amount is federal School-To-Work Opportunities Act grant funding which ends in federal fiscal year 1999. As a result, this source of funding will no longer be available for state school-to-work programs. State general purpose revenue (GPR) and program revenue (PR) provide an additional $2,695,900 for school-to-work programs.

Table 2

Federal School-to-Work Opportunities Act – Wisconsin Grant Cost Components, 1998-99*

Component Description	Amount
Local Partnerships	
• Base grants to local partnerships that meet state standards established by DPI, DWD and the WTCS Board. The local partnerships must administer a school-to-work program that meets federally established requirements.	$1,860,000
Technical Assistance and Development Grants	
• Funding for technical assistance to local partnerships	165,000
Administration	
• Four and one-fourth state staff positions to administer the program, in DWD	140,000
• Contract with an independent third party for an overall evaluation of the school-to-work program	85,000
TOTAL	$2,250,000

*The table does not show amounts carried forward from prior year STWOA grants

School-to-Work Opportunities Act of 1994

The federal School-to-Work Opportunities Act is intended to establish local systems that offer opportunities for all students to participate in performance-based education and training programs that will prepare the students for first jobs in high-skill, high-wage careers and increase their opportunities for further education. The STWOA provides financial assistance to states and local partnerships to implement school-to-work programs.

The Act included the following financial assistance programs: (1) development grants to assist states in planning statewide school-to-work programs; (2) implementation grants to assist states in providing subgrants to local partnerships to carry out school-to-work programs; (3) implementation grants directly to local partnerships; and (4) national demonstration projects. The STWOA is administered at the federal level jointly by the Department of Labor and the Department of Education.

Table 2 summarizes the allocation of the Wisconsin grant cost components in 1998-99.

Wisconsin was awarded a federal, school-to-work opportunities grant of approximately $27 million over the five-year period from October 1, 1994, to September 30, 1999. The STWOA grants received by Wisconsin for each federal fiscal year were: (1) $4.5 million in 1994-95; (2) $9.0 million in 1995-96; (3) $6.75 million in 1996-97; (4) $4.5 million in 1997-98; and (5) $2.25 million in 1998-99. As noted, the federal STWOA grant ends in 1998-99; no STWOA grant monies will be provided to Wisconsin after federal fiscal year 1998-99.

Carl D. Perkins Vocational and Applied Technology Education Act of 1990

The federal Carl Perkins Act provides support to secondary, postsecondary and adult vocational programs for the purpose of improving vocational education programs. The majority of Carl Perkins funds are provided under Title II in the form of a basic state grant (a total of $20,241,700 in 1998-99). Seventy-five percent of these funds are distributed through a formula to public elementary and secondary schools and WTCS districts for basic vocational programs which may include tech-prep and apprenticeship programs. Title II funds are administered jointly by DPI and the WTCS Board.

In addition, the Act provides assistance specifically for tech-prep education (Title III, Part E). In 1998-99, a total of $2,106,800 is provided for tech-prep. Of the total, $2,001,500 (95%) is used for local and statewide projects and $105,300 is used for administration. These funds are jointly awarded by DPI and the WTCS Board. Half of the administrative funds ($52,700) are allocated to the WTCS Board for a staff position.

Local Partnerships

Federal grants are available for various types of local partnerships to develop and implement school-to-work programs at the local level. Local programs must meet federally established requirements and state standards established by DPI, DWD and the WTCS Board.

Local partnerships can include employers, school districts, cooperative educational service agencies (CESAs), postsecondary educational institutions, WTCS districts, labor organizations, private industry councils (PICs), Chambers of Commerce, local governmental agencies, parent organizations, teacher organizations and student organizations. Local programs must meet federally established requirements and state standards established by DPI, DWD and the WTCS Board. Local programs are required to have components related to: (a) school-based learning; (b) work-based learning; and (c) activities that connect work-based and school-based components. Wisconsin has 31 local partnerships that provide local school-to-work programs.

As noted, Wisconsin was awarded a federal school-to-work opportunities grant of approximately $27 million which has been allocated over the five-year period beginning with federal fiscal year 1995 and ending with federal fiscal year 1999. DWD is the fiscal agent for the grant. A total of $2.025 million in federal STWOA grant monies will be allocated to local partnerships in federal fiscal year 1999. In addition, approximately $680,600 in unused federal grant funds will be carried over from fiscal year 1998. There will be no additional STWOA grant monies provided to local partnerships after federal fiscal year 1999.

Youth Apprenticeship Program

The youth apprenticeship program provides high school juniors and seniors with the option of enrolling in a two-year program combining academic classroom coursework with on-the-job training in specific occupational areas. Occupational programs are based on industry skills standards. Pupils who complete the program receive an occupational proficiency or skills certificate in addition to their high school diploma.

DWD's Division of Connecting Education and Work administers the program with the assistance of DPI and the WTCS Board. Staff from the three agencies work with schools, WTCS districts, employers and labor to form local steering committees and set up local youth apprenticeship

programs. Schools and WTCS districts provide the academic component of the program through a curriculum developed at the state level. Employers hire youth apprentices for the two school years, pay them at least minimum wage, provide on-the-job training in the occupational clusters set by the statewide curriculum and provide a skilled mentor for the youth apprentices.

The Council on Workforce Excellence has authority to advise DWD in youth apprenticeship issues. It advises the Secretary of DWD on industries in which youth apprenticeships might be offered and on statewide skill standards. DWD approves occupations for the youth apprenticeship program and contracts with WTCS districts, local school districts or the UW for the development of curricula for occupations approved for the program.

The first occupations developed for the program were printing in 1992-93 and financial services in 1993-94. As of the fall of 1998, 17 curricula had been completed or substantially completed. Table 3 lists these curricula with the implementation year and number of pupils enrolled in the fall of 1998. DWD anticipates development of two additional curricula in information technology in 1999.

The youth apprenticeship program began in the 1992-93 school year in West Bend and the Fox Valley with 17 pupils in the printing program. These pupils graduated with a printing skills certificate in May, 1994. In September, 1998, at least 1,270 youth apprentices in 54 communities will study in one of the 17 curricula listed in Table 3. This number may increase during the 1998-99 school year as additional pupils enroll in new or existing programs.

DWD is authorized to award grants to employers for each youth that receives at least 180 hours of paid on-the-job training from the employer during the school year. The maximum training grant is $500 per year and a grant cannot be awarded for a specific youth apprentice for more than two school years.

Table 3

Youth Apprenticeship Curriculum and Enrollment

Occupation	Year Implemented	1998-99 Enrollment
Graphic Arts/Printing (Flexography, Offset, Roto Gravure, Screen)	1992	134
Financial Services	1993	186
Auto Technician	1994	249
Biotechnology	1994	15
Drafting and Design/Architecture	1994	4
Health Services	1994	238
Hotel & Motel Operations	1994	36
Insurance	1994	0
Manufacturing/Machining	1994	142
Auto Collision	1995	49
Drafting & Design/Engineering	1995	29
Drafting & Design/Mechanical Design	1995	16
Manufacturing/Production Technician	1995	98
Tourism	1996	51
Manufacturing/Plastics	1998	10
Logistics	1998	5
Production Agriculture	1998	8
Total		1,270

In 1997-98, DWD expended $682,400 for youth apprenticeship training grants for 1,300 pupils. A total of $1,150,000 GPR is appropriated for youth apprenticeship training grants in 1998-99.

Career Counseling Center Program

The career counseling center program was created in 1993 Act 16 to provide grants to nonprofit corporations and public agencies to develop career counseling centers. The Division of Connecting Education and Work in DWD administers the program.

Career counseling centers provide pupils with access to comprehensive career education and job training information, including information regarding technical college programs. The centers also assist pupils in locating apprenticeship and other work experience opportunities related to the pupil's education. The centers are required to coordinate services with the counseling and guidance activities and school district education for employment programs.

Career counseling centers are operated by teams that include groups such as private industry councils, WTCS districts, school districts, Chambers of Commerce, nonprofit organizations, business and labor. Center services include use of: (1) computerized databases of job opportunities, training agencies and career libraries; (2) career planning computer software; (3) career exploration videos, laser discs and video conferencing facilities; (4) Job Net and Internet and self-service computer workstations to view job listings; (5) a 1-800 telephone information hotline; (6) access to the DWD internet career development system; and (7) seminars. Career counseling centers are places where employers and educators pool resources to assist young people in examining their skills and interests, learning about occupations and job opportunities in various career fields, exploring career options and planning careers.

DWD is authorized to award grants to nonprofit corporations or public agencies to operate career counseling centers. The grants may range from 25% to 75% of the total cost of operating the center, but after three years of receiving grant funds, the grant may not exceed 50% of the total cost of operating the center. Under the provisions of 1997 Act 27 (the 1997-99 biennial budget), DWD is authorized to allocate $300,000 PR from the unemployment insurance interest and penalty appropriation for career counseling center grants in state fiscal year 1998-99. In addition, approximately $128,800 in unused federal STWOA grant funding is carried over into 1998-99 fiscal year to fund start-up costs associated with the opening of the Wausau and Racine area centers. However, funding is not provided after 1998-99. Distribution of this funding is shown in Table 4.

Table 4
Career Counseling Center Grants, 1998-99

Location	Grant Amount	Operation Start Date
Appleton area	$32,000	Fall, 1994
Ashland area	22,000	Fall, 1994
Milwaukee County	43,000	Fall, 1994
West Bend area	17,000	Fall, 1994
Green Bay area	21,000	Spring, 1995
La Crosse area	25,000	Spring, 1995
Madison area	26,000	Spring, 1995
Waukesha County	15,000	Spring, 1995
Jefferson County	33,000	Spring, 1998
Wausau area	133,000	Spring, 1998
Racine area	61,800	Spring, 1998
Total	$428,800	

Any career counseling center funded under the program is required to provide students with access to comprehensive career education and job training information, including information regarding options in vocational and technical education programs. The center may also assist students in locating apprenticeship and other work experience opportunities related to the student's education. The center is required to coordinate its services with the counseling and guidance activities and the education for employment program of the school districts served.

Technical Preparation (Tech-Prep)

In 1990-91, $672,400 in federal, Carl Perkins Title II funds were provided, on a competitive basis, to one school district (Lake Geneva-Genoa), five WTCS districts (Fox Valley, Lakeshore, Mid-State, North Central and Waukesha) and one CESA (Chippewa Falls) to conduct model articulation projects in seven disciplines (agriculture, business,

family and consumer education, marketing, health occupations, technology education and protective services). Federal funding specifically for tech-prep programs was first provided in 1991-92 as a result of the 1990 reauthorization of the Carl Perkins Act (Title III E). These programs are designed to increase high school students' awareness of alternatives to four-year degree programs, better prepare students for technical college and the workforce and improve curriculum and instruction for all students.

In 1991 Act 39, school boards, in cooperation with WTCS district boards, were required to establish tech-prep programs in each public high school in the school district. Under s. 118.34 of the statutes, tech-prep programs must consist of a sequence of courses designed to allow high school pupils to gain advanced standing in the WTCS district's associate degree program upon graduation from high school.

Program Components

Tech-prep programs are developed and implemented primarily at the local level by tech-prep consortia, which consist of a WTCS district and all K-12 districts within the WTCS district's boundaries. As a result, the degree of implementation varies across the state. However, in order to receive federal funds, each consortium's tech-prep program is required to include the following components:

Articulation Agreement. An alignment of curriculum in grades 9 to 14 in order to provide students with a smooth transition from secondary school to technical college and to eliminate duplicate courses and loss of credit transfer.

Curriculum. Curriculum must consist of two years or all four years of secondary education and two years of higher education (or an apprenticeship program of at least two years) and include required proficiency in mathematics, science, communications and technologies designed to lead to an associate degree or certificate in a specific career field. The curriculum must be integrated and applied and be appropriate to the needs of the consortium participants. In addition, the curriculum must provide preparation in at least one field of engineering technology, applied science, mechanical, industrial, or practical art or trade, or agriculture, health, or business.

In-Service Teacher Training. Staff development programs must be designed to train secondary and postsecondary teachers in the implementation of tech-prep curricula and provide such training to teachers from all consortium participants.

Counselor Training. Counselor training must be designed to help counselors more effectively recruit students for tech-prep programs, ensure that students complete those programs and ensure that such students are placed in appropriate employment.

Preparatory Services. Programs must include the provision of services designed to assist individuals who are not enrolled in vocational programs in the selection of, or preparation for, an appropriate vocational program. Such services may include outreach activities, career and personal counseling, and vocational assessment.

Equal Access for Special Populations. Programs must provide equal access to individuals who are members of special populations (including handicapped, disadvantaged, and limited English-proficient students).

Organizational Structure

At the consortium level, each WTCS district director is required to appoint a 12-member tech-prep council to coordinate the establishment of tech-prep programs. In addition, the school-to-work leadership group, which consists of representatives from the 16 tech-prep consortia and the 30 local school-to-work partnerships discussed in a previous section, provides leadership and

facilitates coordination among the local groups. The tech-prep state management team, which consists of representatives of DPI and the WTCS Board, is responsible for local and statewide development and implementation activities.

Funding

Through Title III E of the Carl Perkins Act, each of the 16 tech-prep consortia receives a flat grant ($70,000 in 1998-99) and an additional amount based on the number of 10th grade students in the consortium. In addition, the state may retain a portion of the tech-prep funds for staff and state level projects. Of the $2,106,800 FED provided for Wisconsin tech-prep programs in 1998-99, $1,599,600 was distributed directly to the consortia, $401,900 was used for state projects (conducted by one or more state agencies or a consortia), and $105,300 was used to pay the salary and fringe benefits of 1.5 FTE staff members (0.5 position in DPI and 1.0 position at the WTCS Board). Table 5 shows a breakdown of Carl Perkins aid for tech-prep programs for the period from 1991-92 through 1998-99.

In addition to the Carl Perkins monies, GPR funds totaling $640,000 in 1993-94 and $660,000 in 1994-95 were provided to the tech-prep consortia for the development and implementation of tech-prep programs. However, funding for the program was not continued after the June 30, 1995, sunset date.

In addition to federal aids provided exclusively for activities related to tech-prep, school districts and WTCS districts may elect to use state general aid or Carl Perkins Title IIC funds to help support tech-prep costs.

Program Evaluation and Participation

Each school board is required to annually evaluate its program and report the results to DPI and the WTCS Board. The WTCS Board is required, in consultation with the State Superintendent, to establish, by rule, a uniform method for reporting pupil participation in tech-prep programs, including the number of courses taken for advanced standing in a WTCS district's associate degree program and for WTCS credit. In 1997-98, 49,442 students were enrolled in tech-prep courses.

The WTCS Board is required, in consultation with the State Superintendent, to approve courses for tech-prep programs and to annually publish the list of approved articulated courses, including the schools in which they are offered and the number of WTCS credits available in each district for each course. In 1997-98, articulated courses were offered in 367 (78.6%) of the state's 467 public high schools and combined elementary and secondary schools. Of the 3,905 courses offered, 3,627 (92.9%) were for advanced standing and 278 were for transcripted credit. There is significant variation among the consortia in the number of courses offered. The Milwaukee tech-prep consortium, which consists of 51 high schools, had the largest number of courses (756). One consortium, Mid-State, has no articulated courses. In the remaining consortia, the

Table 5

Carl Perkins Title III E Technical Preparation

Year	Consortium Allocation	State Projects	Administration	Total
1991-92	$1,079,500	$199,200	$0	$1,278,700
1992-93	1,474,500	239,900	90,300	1,804,700
1993-94	1,480,000	504,700	104,500	2,089,200
1994-95	1,565,000	432,100	105,100	2,102,200
1995-96	1,720,000	350,900	109,000	2,179,900
1996-97	1,599,600	311,900	100,600	2,012,100
1997-98	1,599,600	329,000	101,500	2,030,100
1998-99	1,599,600	401,900	105,300	2,106,800

smallest number of courses (79) was offered at the Lakeshore consortium (serving Manitowoc and Sheboygan counties) and the Madison consortium. However, Madison serves a much larger population and includes 51 high schools, while Lakeshore includes only 16. Only the Nicolet consortium offers at least one course at each of its 11 high schools.

Youth Options

Since 1985, school districts have been required to pay the tuition of any resident pupil who attends a UW institution if the course taken is not offered in the district and the pupil is taking the course for high school credit. In addition, for many years, the compulsory school attendance law has permitted pupils age 16 or older to attend a WTCS institution in lieu of high school or on a part-time basis. However, by 1991, estimates indicated that few high school pupils were enrolled in postsecondary institutions under either option. It was argued that the low participation rate was primarily due to cumbersome admissions procedures and confusion relating to school board restrictions and pupil eligibility.

In 1991 Act 39, the Legislature adopted several changes to the compulsory school attendance provision. The requirement that a pupil's request to attend a WTCS school be approved by the school board was repealed and a statutory formula for determining the amount that a school board must pay a WTCS district was established. The Act also clarified that the option applies to pupils who meet the statutory definition of an "at-risk" pupil.

In addition, Act 39 created the postsecondary enrollment options (PSEO) program which allowed any 11th or 12th grade public school pupil to enroll in one or more nonsectarian courses at a participating private college in the state or a UW or WTCS institution, beginning in the 1992-93 school year. Under the program, tuition and fees for courses taken for high school credit were the responsibility of the pupil's school district, provided that the course taken at the postsecondary institution was not comparable to one offered and available to the pupil in the district. Tuition and fees for courses taken for postsecondary credit only or for comparable courses offered by the district were the responsibility of the pupil.

Provisions in 1997 Act 27 changed the name of the PSEO program to "youth options" and established separate criteria and requirements for pupils attending WTCS institutions under the program. In addition, Act 27 extended eligible postsecondary institutions to include tribally controlled colleges in the state.

Eligible Postsecondary Institutions

A pupil can choose to enroll in courses at a two-year or four-year UW campus, a WTCS school, a participating private, nonprofit college or a participating tribally controlled college located in the state. Private institutions and tribally controlled colleges must have notified the State Superintendent of DPI of their intent to participate in the program by September 1 of the previous school year and must comply with the pupil nondiscrimination statute.

Pupil Eligibility Requirements and Application Process

A pupil may enroll in one or more courses, up to the equivalent of 15 credit hours in a given semester, at a UW campus, private college or tribally controlled college provided that the pupil is enrolled in a public school in the 11th or 12th grade and is not considered to be a child at risk. During the semester prior to enrollment, the pupil must submit an application to the postsecondary institution, which indicates whether he or she intends to take the course for high school and

postsecondary credit or postsecondary credit only. The pupil must notify the school district no later than March 1, for fall semester courses, or October 1, for spring semester courses, of his or her intentions and specify the course titles, number of credits and whether the courses will be taken for high school and postsecondary credit or postsecondary credit only. The postsecondary institution may admit the pupil only if space is available.

With the written approval of the pupil's parent or guardian, a public school pupil may enroll at a WTCS school for the purpose of taking one or more courses under the program provided that the pupil: (a) has completed the 10th grade; (b) is in good academic standing; (c) does not meet the statutory definition of a child at risk; and (d) notifies the school board of his or her intent to attend a WTCS school by March 1, for fall semester courses, and by October 1, for spring semester courses. A WTCS district board is required to admit a pupil if he or she meets the requirements and prerequisites of the course or courses. However, the board may reject a pupil's application if it is determined that the pupil has a record of disciplinary problems.

Determination of High School Credit

If a pupil intends to enroll in a course at a UW campus, private college or tribally controlled college for high school credit, the school board is responsible for determining whether the district offers a comparable course (at least an 80% match in course content), whether the course satisfies any of the state's high school graduation requirements and the number of high school credits to be awarded for the course, if any. The school board must notify the pupil, in writing, of its determinations before the beginning of the semester in which the pupil will be enrolled. Within 30 days after the beginning of classes, the postsecondary institution must notify the school board, in writing, that the pupil has been admitted and include the course or courses in which the pupil is enrolled.

If a pupil intends to enroll in a WTCS school under the program, the school board is required to notify the pupil, in writing and at least 30 days before the beginning of the technical college semester, if a course in which the pupil will be enrolled does not meet the high school graduation requirements and whether the course is comparable to a course offered in the school district. The law requires that the technical college ensure that the pupil's educational program meets the high school graduation requirements.

Regardless of the type of postsecondary institution, if a pupil disagrees with the school district's determination, he or she may appeal to the State Superintendent within 30 days after the decision. The State Superintendent's decision is final. According to DPI, in 1997-98, nine appeals of school board decisions were filed. Of those appeals, two were decided in favor of the board and four were decided in favor of the pupil. In the remaining three cases, the districts reversed their initial decisions and approved the students' requests.

Payment of Tuition

If a course taken at a UW campus, private college or tribally controlled college is comparable to a course offered in the district or is taken for postsecondary credit only, the pupil is responsible for the payment of tuition and fees for the course. If, however, the course is taken for high school credit and a comparable course is not offered in the school district, the district is responsible for payment of an amount to the postsecondary institution as follows:

1. If the pupil attends a UW campus, the actual cost of tuition, fees, books and other necessary materials directly related to the course.

2. If the pupil attends a private college, the lesser of: (a) the actual cost of tuition, fees, books and other materials; or (b) an amount determined

by multiplying the statewide cost per high school credit (as computed by DPI) by the number of high school credits taken at the private college. In 1998-99, DPI calculated the per credit cost to be $212 for colleges that operate on a semester basis and $141 for colleges that operate on a quarter basis. These amounts are considerably less than the actual tuition charges of private colleges in the state and, therefore, applied in all cases.

The school board is required to make the payment to the postsecondary institution within 30 days after the end of the semester in which the course is taken.

For each semester that a pupil attends a WTCS institution under the program, the school board is required to pay the WTCS school an amount determined as follows:

1. If the pupil is enrolled for less than seven credits that are eligible for high school credit, for those courses taken for high school credit, an amount equal to the cost of tuition, course fees and books.

2. If the pupil is enrolled for seven credits or more that are eligible for high school credit, an amount equal to 50% of the school district's average per pupil cost for regular instruction and instructional support services in the previous school year (as determined by DPI) multiplied by the quotient of the number of credits taken for high school credit divided by 15.

If the pupil is enrolled at the technical college for less than ten credits during any semester, the school board is not responsible for payment for any courses that are comparable to courses offered in the district. If the pupil is enrolled for ten or more credits during any semester, and one or more of the courses taken is comparable to a course offered by the school district, the school board is responsible for payment for one-half of the credits for these courses up to a total of six credits. For example, if a pupil is enrolled for 12 credits that are eligible for high school credit, nine of which are for courses that are comparable to those offered by the district, the school board would be required to pay for 4.5 of the credits for the comparable courses plus the three credits for the course or courses that are not comparable.

If a pupil attending a technical college is a child with a disability, the payment made by the school board is adjusted to reflect the cost of any special services required for the pupil. However, a school board may refuse to permit such a pupil to attend a WTCS school under the program if the board determines that the cost of the pupil's attendance at the technical college would impose an undue financial burden on the district.

All pupils who participate in the youth options program are included in their school districts' membership for state aid purposes.

Transportation

If the parent or guardian of a pupil taking one or more courses for high school credit under the program is unable to pay the cost of transporting the pupil between the high school and the post-secondary institution, he or she may apply to the State Superintendent for reimbursement of those costs. The amount of the reimbursement is determined by DPI and preference is given to pupils who are eligible for free or reduced-price lunch. In 1997-98, total transportation reimbursements were $9,450 for 22 pupils.

Participation

Annually by the third Monday in February, the State WTCS Board is required to submit a report to the legislature, DOA, DPI and DWD indicating: (a) the number of pupils who attended WTCS schools under the youth options program in the previous year; (b) the type and number of credits earned by the pupils; (c) the number of persons who applied for admission to a WTCS school in the prior school year who had previously earned technical college credit under the youth options program and who

applied within one year of high school graduation; and (d) the courses given in high schools for which a pupil may receive technical college credit and the number of pupils enrolled in the courses for technical college credit in the previous school year. In the 1996-97 academic year, 505 students enrolled in technical colleges under the PSEO (youth options) program. Preliminary data from the State Board indicates the number of students participating in the program increased to 573 students in 1997-98 and to 739 in 1998-99. However, the 1997-98 figures are subject to revision when the data is finalized.

UW System institutions and private colleges are not required to report the number of pupils enrolled under the youth options program. However, UW System staff have indicated that, for the spring semester of 1997, 494 pupils were enrolled for a total of 2,096 credits (approximately 600 courses) at UW campuses. The number of pupils enrolled at UW institutions has almost doubled since the fall semester of 1995.

While the number of pupils enrolled in courses at private colleges under the program is not reported, in 1998-99, 22 of Wisconsin's private colleges agreed to participate in the program.

At-Risk Youth Program

The at-risk youth school-to-work program was created in 1997 to provide a grant to a nonprofit agency in Milwaukee County for an innovative school-to-work program for children- at-risk.

Program Requirements

The statutes provide that the State Superintendent may approve an innovative school-to-work program provided by a Milwaukee County nonprofit organization for children-at-risk after reviewing the recommendations of the Governor's Council on Workforce Excellence. The grant must be used to provide a program that assists at-risk children in acquiring employability skills and occupational-specific competencies before leaving high school.

Funding and Participation

Under the provisions of 1997 Act 27, $250,000 GPR annually was provided to DPI to fund this grant program. In 1997-98 and 1998-99, the full amount of funding was awarded to Milwaukee Public Schools (MPS) for implementation of a program based on and affiliated with the national Jobs for American's Graduates (JAG) program. The JAG program works to help states organize and implement education and employment transition systems with a priority on at-risk and disadvantaged youth. MPS, through a sub-contract with the Milwaukee County Private Industry Council, is implementing the five-year JAG program starting with 11th and 12th grade students in six MPS high schools and six suburban high schools. Each year, an additional grade will be added to the program until 9th through 12th grades are participating in the program. Services will be provided for 9th through 12th grade pupils during the school year and summer and for one year after graduation. Program specialists in each school work with approximately 35 to 40 at-risk students assisting them in the school-to-work transition.